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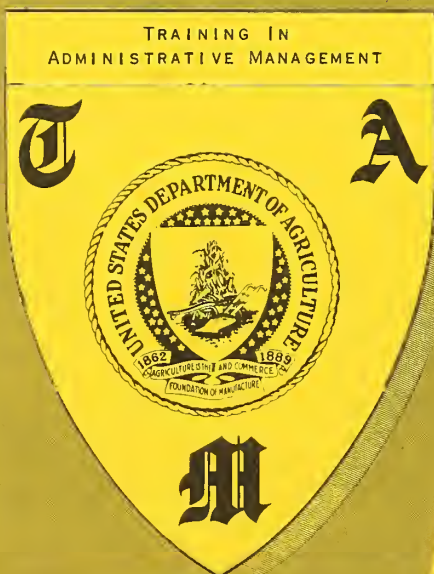
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# **MANAGEMENT CONFERENCE**



**Berkeley, California  
January 25 - 29, 1960**



## FOREWORD

This is a report summarizing the conference for Training in Administrative Management held at Berkeley, California, January 25-29, 1960. The Berkeley TAM Conference is a part of the departmentwide program. The conference was a cooperative effort of the several agencies of the Department of Agriculture in the Bay Area.

The purpose of the conference was to provide training which will help to improve the capacity of employees to carry out their management responsibilities more effectively and economically. The conference emphasized development of skills in dealing with people as a means for doing a better job of managing the affairs of a complex organization.



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## ACKNOWLEDGEMENTS

The Berkeley Management Training Conference, in common with a similar workshop held concurrently at Albany, was conducted under the auspices of a Steering Committee composed of the following members:

Chas. A. Connaughton, Forest Service, Chairman  
M. J. Copley, Agricultural Research Service  
Sidney J. Adams, Agricultural Research Service  
Jesse R. Farr, Office of the General Counsel  
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John T. Mirch, Agricultural Marketing Service  
Keith Arnold, Forest Service  
John S. Barnes, Soil Conservation Service  
L. Stewart Hinckley, Farmers Home Administration  
Paul A. Auge, Agricultural Marketing Service  
William J. Page, Agricultural Stabilization and Conservation Committee

The detailed plans for the conference were developed by an Organizing Committee of seven representatives from the participating agencies. These men served on the Organizing Committee:

Charles W. Thomas, Soil Conservation Service, Chairman  
Murray Bell, Agricultural Marketing Service  
Raymond O. McHenry, Agricultural Marketing Service  
Daniel P. Dowling, Agricultural Marketing Service  
G. Earl Rodda, Agricultural Marketing Service  
C. W. Shockley, Agricultural Research Service  
Myron C. Winter, Agricultural Stabilization and Conservation Office

G. Earl Rodda served as Chairman during the conference. He was ably assisted by several trainees.

John Mirch of the Steering Committee was the Conference Keynoter and Daniel P. Dowling of the Organizing Committee explained the ground rules for the workshop.

A special vote of thanks is due Myron C. Winter and members of his staff for their work in preparing and reproducing these proceedings.



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## FUNDAMENTALS OF MANAGEMENT IN GOVERNMENT

By  
Robert A. Walker

Dr. Walker is Chairman of the Political Science Department at Stanford University. At the University he is also Chairman of General Studies, Director of the General Educational Program and Director of the Stanford Overseas Program. Dr. Walker received his doctorate from the University of Chicago, where he also did his undergraduate work.

Dr. Walker has a practical understanding of our problems in Government work because of his own experience in key Government positions. He was a member of the Natural Resources Planning Board and Assistant Director of Finance in the Department of Agriculture under Mr. William A. Jump. Dr. Walker served as Director of the Institute of Citizenship at Kansas State College and also Director of the Foreign Service Institute in the State Department. Dr. Walker has written several books and articles in the Management Field.

### SUMMARY

By R. C. Gross, AMS and  
S. J. Andrysek, ARS

The interaction between management and the institutes of higher academic learning must bridge the gap between the practice and theory of management.

With the possible exception of England, the United States has done the most work to bring the theoretical and the practical application of management together. The colleges are being staffed with teachers who have had practical experience in management. Management is sending their managerial employees to colleges to gain a better understanding of human relations and the humanities.

#### 1. Theory answers the questions:

##### A. What - What ought we be doing?

What ought we be doing next?

##### B. Why - Why do people behave as they do? (Insights into actions by observation)

##### C. How - Practice and techniques. (Application of What and Why)

2. Methods the academic person can use:

- A. Periods of employment in government or industry.
- B. Case studies.
- C. Reading and study (Administration taught in Japan and in Europe as branch of law).
- D. Conferences with others in Government or industry.

3. Management Improvement:

- A. Administration - Art of getting people to work.
- B. Motivation - To get most done with available manpower.
  - (1) Maintaining zest and enthusiasm of employees by increasing satisfaction and decreasing frustration, anxiety, uneasiness.
  - (2) Increase efficiency by providing excess of satisfaction over dissatisfaction. The individual satisfaction must be kept uppermost by management. Decrease tension, insecurity, etc.
  - (3) Keeping the lines of communication open from bottom to top. (Authority moves from the bottom up to the top.)
  - (4) Supervising employees in such a way as to:
    - (a) Provide leadership with proper follow-up. (Coordination of effort, proper delegation, rather than just giving orders.)
    - (b) Avoid making arbitrary decisions. Good executives cannot be arbitrary or interrupt flow of communication.
    - (c) Avoid using a military approach to employee. The military idea of compulsion will not work at civilian level. Voluntary cooperation is needed because civilians are free to quit, "drag-feet", etc.
    - (d) Make employees aware of a common purpose shared by all.
    - (e) Respect the individual as a person.
    - (f) Provide recognition of ability of employee.
    - (g) Minimize favoritism.
    - (h) Provide decisiveness in decision by management when needed.

4. Values of our society:

- A. Material - gives individual self-assurance and security.

(Simple values such as a desk, rug, chair, may help to keep a good man in an organization.)

- B. Ethical Values - gives individual inner self-satisfaction.

(Believes what organization is doing is socially significant.)

5. Qualities of a good supervisor:

- A. Honesty

- B. Integrity

- C. Tolerance

- D. Temperance

- E. Courage

- F. Wisdom

6. Human values to be considered in employees:

- A. Essential dignity of the individual.

- B. Personality factors (what makes human being tick?).

- C. Reassurance (all humans are uncertain in some areas).

- D. Over-aggressiveness (those that resent authority).

- E. Hypertension (the oversensitive individual).

- F. Unconscious guilt feeling.

- G. Emotional immaturity.

- H. Transfer conflicts (conflicts that arise from external environment).

Intelligent management must realize that work is not a moral virtue but a means to an end. Thus, if the proper values are kept in their true perspective by management, the bridging of the practical and theoretical gap can be attained.

## DISCUSSION

Led by Philip H. Bagley, AMS

### Questions and Answers

- Q: What are your ideas concerning the management improvement studies at the field level and how useful can they be?
- A: This depends on what your problem is and why you are making a study. The first thing to do is get some kind of inventory of worker attitudes toward the way the organization is run. This, of course, should be done by some outside organization. You can obtain valuable information on structure of the organization, definition of the job, etc.
- Q: Do you think there is a tendency for top management to suppress progress at the lower levels to save face?
- A: There is a tendency to suppress enthusiasm at the lower levels. This results from the undue concern that people should be held down because apprehension often exceeds reality in the fear that something is not acceptable in the political climate. Sometimes such efforts are discouraged because of administration policy.
- Q: Frustration that we have in our employees is a problem. Worry resulting from home problems is hard to cope with. Has research dealt with such problems and what are the results?
- A: Some have paid psychiatrists on their staff. I think that we are moving in that direction. Industry and the military are ahead of the civilian agencies. Civilian agencies have a big investment in a good employee and it is worthwhile to get the employee in good physical condition.
- Q: Do you feel there is a dire need for evaluating the technical men who have progressed into management?
- A: I think there is, it could be of value. 90% of the executives are people who did not graduate from a university administrative course. They enter the Government as technical men without any attention being paid to the fact that they are going to make it a career. As they are promoted, less and less of the job becomes technical and more and more is administrative (see table below). University graduates are educated in the technical field and administrative abilities come from experience.

Adminis-	
trative	
and	
Policy	
	Tech-
	nical



- Q: We have a limited awards program in the Federal Government. Do you think there is any place for a bonus system such as in industry - a financial bonus system? For example, some companies instead of measuring accomplishments based upon salary evaluate you on what you have done. Is there any bonus plans that would be workable?
- A: I haven't thought about it. As far as bonus for administrative achievement, there are no standards for measuring administrative abilities. There are many intangibles in the category of judgment, perception, sensitivity, etc. that enter into the evaluation. On the technical side, the bonus system would be much easier.
- Q: There are lots of fellows in the field - a one-to-three-man operation -- forced into the administrative field in the early years of service. Do they need help in the administrative field?
- A: Actually this happens because there is no place one can go to get experience in Government work. Universities will not include Government in their curriculum. At Stanford we have a cooperative program in the School of Engineering whereby engineering students who might be interested in Government will do some work in political science.
- Q: Looking at the chart, when you reach the middle of the scale, somewhere at GS-11 level, 50% of an employee's duties would be technical and 50% administrative. How would you go about getting management to recognize this fact that you are spending about 50% in each area even though your position description states that you should be spending only 25% administrative and balance technical?
- A: The question could be raised at a conference like this. Another possibility is to solicit help of the professional societies. Raise the question at meetings and conferences and ask when do you expect us to do the work -- in the evenings?

#### REFERENCES

Walker, Dr. Robert A., Planning Function In Urban Government; America's Manpower Price; William A. Jump, "The Staff Officer As A Personality"; and How California Is Governed.  
 Barnard, C. I., Functions Of The Executive.  
 Simon, Herbert, Administrative Behavior.  
 Horning, Karen, The Neurotic Personality Of Our Time.

## GROUND RULES AND AGENCY INTRODUCTIONS

As Summarized By  
Jerome O'Shea

Dan Dowling, Assistant Chief, Internal Audit Division, AMS, San Francisco, outlined to the group the "Ground Rules" for conducting the week of training, stating that the TAM Workshop after this initial introduction was to be conducted by the group themselves. Committees had been formed and working assignments made and the group would be advised of these as the next item on the agenda.

The functions of each committee were explained, together with those of the Discussion Leaders and Aids. The agenda was reviewed, giving a brief incite into the qualifications of the speakers who were to appear on the program.

Earl Rodda, Chief, Market News Branch, Livestock Division, AMS, San Francisco, then read the names of those assigned to the Steering and Editorial Committees; those assigned as Discussion Leaders, and those assigned to summarize each of the sessions for the balance of the meeting.

At this point, a short recess was called to enable the men from the respective agencies represented to gather and establish a means of introduction to the entire group their agency's function as part of the Department of Agriculture.

Elmo Valcalda, Personnel Branch, Regional Business Office, ARS, Berkeley, outlined Functional Chart of ARS, giving a brief overall description of the service; then called on each of the remaining six representatives of this agency, in turn, to give a brief summary of his particular operation.

E. L. Kessler, Chief, Administrative Services Branch, Western Area Administrative Division, AMS, Berkeley, outlined the Functional Chart of AMS, summarizing each Division's activity and gave a brief history of the agency. AMS had eleven representatives attending.

The Functional Chart and description of the Forest Service activities were presented by Mr. Lloyd Bernhard, assisted by Merton Reed and Charles Petersen. This Service had a total of five in attendance.

The introduction and description of activities of the Soil Conservation Service was presented by Fred Collison, Fresno, who was the spokesman for seven representatives of that agency.

Donald Cox, Program Loan Officer-Area Supervisor, FHA, the lone representative of FHA, introduced that agency, giving a summarization of its activity and functions.

At the close of the introductions, a question and answer period was held for queries relative to the respective agencies.

The final half-hour was reserved for meetings of the committees to formulate their activities and to elect chairmen.

## SEMANTICS AND COMMUNICATION

By  
Dr. William H. Pemberton

Dr. William H. Pemberton is Consulting Psychologist,  
San Francisco Public Schools and College of Marin,  
Mill Valley, California

### SUMMARY

By Lloyd L. Bernhard, U.S.F.S.  
and Bobby L. Gaines, SCS

The speaker made the assumption that findings at psychological clinics are applicable to the field of personnel management improvement. Key definition of words to be emphasized were:

- Semantics - a fourth dimensional study of the human organism (Nervous System) and its symbolic environment. In common terminology, it is the science and art of understanding and being understood.
- Reality - Is the conditioning of your Nervous System using one's senses of sight, feeling, taste, hearing and smell.
- Illusion - Is something you see that seems to be but isn't -- your Nervous System is lying to you.
- Delusion - Is something that, though false, you believe to be so on the basis of past experiences.

To assist supervisors in management it should be remembered that any one person secures only a part of a picture because he has only his senses on which to rely. This is his reality. It is hard for him to accept anything that destroys part of his reality.

Dr. Pemberton feels that orientation may be more important than information and developed the Chart on the next page for illustration.

All people are born with and develop defensiveness. This is an involuntary response to stress situations. In order to deal with others an individual must understand these defense mechanisms.



SANITY SPECTRUM - and subjects and topics discussed by William H. Pemberton  
 at Eleventh Annual TRAINING INSTITUTE FOR PROBATION, PAROLE AND INSTITUTIONAL STAFF  
 August 7, 1959 - University of California, Berkeley

(estimated distributions - theoretical)

1. Insane	1. Unsane	1. Sane
2. Developmental: a. Infantile	2. a. Adolesc/youth	2. a. Maturity
3. Anthropol: a. Primitive	3. a. Authoritarian/Classical	3. a. Sci/Modern/Semantic
4. Logic: a. "One" val/way, etc.	4. a. "two" val/way, etc.	4. a. "many" val/way, etc.
5. Emotion a. Fear b. Fault: mine	5. a. ANGER (over/covert/reason) b. Fault: his/hers	5. a. Consideration b. Fault? Assumes choice
6. Need for absol. certainty security	6. Defenses against insec. and uncertainty: "must be right" "Blame" and "justify"	6. Acceptance of uncertainty and probability
7. Dependency (invol)	7. Independence (as fraud)	7. Dependency (vol) or inter-dependency
Line of comparative innocence / choice or not to be determined by indiv. case, not generalization		
8. Time: Predom. "past"	8. Predom. "Future"	8. Predom. "present"
9. Reality: Is so - period!	9. (varying degrees -	9. To me is so, comma, etc.
10. Semantics: Map is territory (Symbol is the symbolized - what is said is so)	10. (varying degrees -	10. Map is not Territory (Symbol is not the symbol - ized; may repr. or misrepr.)

There are three identifiable reactions indicating defensiveness:

1. Ignoring - sullen, frightened, silent and withdrawn person (result: ulcers).
2. Attack - giving advice, judgment and criticizing others.
3. Deceive - joke, pep talk, apology and agree verbally only.

The three nonthreatening acts that may be used to overcome the above defensiveness are:

1. Questions - What's going on - who - where - when.  
Information - exclude "why" because this indicates prejudice.
2. How - asking for understanding - honest feelings.
3. Mirror - reflects peoples' feelings - the art of influence.  
Always give a person a chance to change his mind without losing face., etc.

#### DISCUSSION

The entire forenoon was devoted to Dr. Pemberton's presentation and no time remained for discussion.

#### REFERENCES

- McCoy, Jim, The Management of Time (Prentice-Hall, 1959)
- Bois, J. S., Explorations In Awareness (Harper, 1958)
- Keyes, Kenneth, How to Improve Your Thinking Ability (1950)

## HUMAN RELATIONS (MOTIVATION)

By  
Norman E. Larsen

Mr. Norman E. Larsen is Training Representative, Shell Chemical Corporation, San Francisco, California. In addition to supervising and coordinating training activities for the West Coast Division of his company, Mr. Larsen also serves as recruitment coordinator in the area of professional employment.

### SUMMARY

By Albert Beatty, ARS and  
Henry Uhler, AMS

Definition - Study of the process by which people strive to serve their needs through others, or the way people act toward each other.

One list of generally accepted motivations includes:

1. Bodily needs, i.e., food, shelter, etc.
2. Self preservation
3. Love and Friendship
4. Self esteem
5. Self improvement

Motivation as defined would be anything that arouses, directs and sustains behavior or incites action.

There are always conflicts among human needs. Unless resolved, they may result in anxiety and worry. These inner conflicts may be manifested in several ways among which are:

1. Hostility
2. Regression
3. Weariness
4. Irritability

The supervisor should find out why his subordinates act as they do. He must ascertain the causes of expressions of conflicts.

Things that can be done to improve employer-employee relationships:

1. Give the employee a sense of belonging.
2. Let him participate in employee discussions.

Kinds of supervision:

1. General supervisor - perceives each employee as himself - functions as a leader.
2. Close supervisor -
  - A. Work centered
  - B. Boss concept

The emotional-reasoning make-up of an employee was pictured in terms of the white and yolk portions of an egg - the white portion being the emotional area, the yolk being the reasoning area. To effectively reach the employee, this emotional area must be recognized, understood and pierced before you can deal with employees at the reason level.

The Shell Oil Company program recognizes that people act in terms of their own self interest and the company attempts to satisfy these interests. Knowledge of the employee's total environment is essential to accomplish this end.

### DISCUSSION

Led by Dean Muckel, ARS

Discussion was started with a question concerning the projected trend of employer-employee relationships. Is the growing tendency of a big brother relationship between management and respective employees a sign of our getting soft? In other words, are we perhaps going too far in this direction? This question was returned with another - namely, What is the purpose of this conference? Two points were mentioned in reply: (1) training in management; and (2) in being better prepared to manage people, thereby reducing turnover in agencies.

It has been proven that more effective management relations with employees can increase productivity. Thus there is a material reward in management becoming more concerned with all facets of employee motivation.

Performance rating systems were discussed and two devices mentioned:

1. Graphic - rating by number or symbol
2. Objective -
  - A. Talk briefly about good and poor qualities in employee's present performance.
  - B. Dwell at length about the employee's future with the organization - where can he best fit into the over-all program given displayed capabilities.



## EMPLOYEE PARTICIPATION IN MANAGEMENT

By  
Dr. Jacob H. Abers

Dr. Abers is Chief, Inspection and Classification Division,  
Twelfth U. S. Civil Service Region, San Francisco, California.  
He attended UCLA and Stanford University.

### SUMMARY OF DISCUSSION

Led by Charles J. Petersen, F.S.  
Summarizers: Glen E. Brown, SCS  
and Raymond C. Cooper, SCS

A manager to be a good leader must work through people. He must not have the concept that a leader is an "order giver to order takers." Ownership and management has become separated from original owner-manager set-up. This philosophy of management is applicable not only in private industry but has shared characteristics in bureaucracies.

Some of these characteristics are:

1. System and order
2. Standards and controls
3. Formality of operations

A manager must concern himself with the people of his organization. He must manage not for his local tenure alone but also for the future. Long term decisions insure longevity of the office and its operations long after the current manager is gone.

What benefits are derived from employee participation in management?

First, what is management? It is a matter of making decisions of what people should do and how they should do it. A good manager trains others to be good decision makers. The extent to which he can do this is a reflection of his ability as a manager. If he has to be on hand whenever decisions are made by subordinates, he is not a good manager.

Some specific activities of management which are shared with employees consist of (1) identification and recognition of problems, (2) work improvement and simplification, (3) developing goals and objectives, (4) community and public responsibility of agencies and people and (5) sharing rewards of accomplishment with employees (team spirit - esprit de corps).

The manager must take the first step and be the prime mover in these activities.

How are these specific activities accomplished?

1. Through motivation - not brute force.
2. Through understanding - Manager must have insight into employees' reactions, emotions, etc.
3. Through focusing of interest and enthusiasm - by sharing all phases of team activities.

The principle involved here is for the manager to make use of his people by enlisting their participation for bettering working conditions; improving the organization and climate through constructive suggestions; and increasing interest and morale generally.

Some steps toward applying this principle are:

1. Day-to-day or continuing contacts of the manager and employee.
2. Encourage committee and other organizational participation to effect team work and a sense of being part of the team.
3. Recognition by manager of organizational lines. Maintain the status and give credit to supervisory people in the chain of command.
4. Be sure that those employees who have delegated responsibilities exercise such delegation.
5. Use the suggestion program to tap what may be in employee's head.
6. Survey employee opinion in developing information and policy - questionnaires, etc.
7. Spread responsibility and experience by training people for the future. Make use of rotational assignments.
8. Give employees credit for suggestions and improvements.

Employee participation in management depends on proper motivation if it is to achieve the objectives hoped for. Effective motivation raises the level of participation. It creates a feeling of personal self-satisfaction and pride in doing a job well.

One other phase of employee participation in management is legislation now under consideration, namely the Rhodes Bill which will allow employee participation in such things as pay negotiations, etc., now excluded to Government employees. Such a step has profound significance and should do much to bolster morale if those vast areas of possible negotiations heretofore denied Government employees are thus opened up for their participation with management.

## MAKING AND EXPRESSING POLICY

By  
Dr. C. Dwight Waldo

Dr. Waldo is Professor of Political Science and Director of the Bureau of Public Administration at the University of California. He is a graduate of Nebraska State Teachers' College, Peru, Nebraska, and holds a Master's Degree from the University of Nebraska. He obtained his PhD Degree from Yale University.

### SUMMARY OF DISCUSSION

Led by Bill R. Bruner, SCS  
Summarizers: Andrew M. Kosage, ARS  
and Theodore G. Kennard, AMS

What is Policy? Is it a goal -- an individual decision -- a tactic -- strategy?

Policy is general behavior in an organization or a decision intended to affect behavior generally in an organization. It combines means and ends. It's in the middle of a range from goals abstractly stated to decisions on individual cases.

"By policy is meant a projected program of goal values and practices." -- Kaplan and Lasswell.

"By a policy decision we mean a choice that ... creates a precedent or that determines a course of action; in a word, it is a decision that is intended to affect more than one action. The policies of any group would seem to be established purposes and settled courses of action to which the group is committed." -- Leys.

Policy generally is both substantive and procedural, but tends to be more of the latter. Procedural manuals contain policy, designed to implement it or to "carry it out."

How is Policy made?

Three distinctions: (1) Consciously or unconsciously; (2) formally or informally; and (3) rules or cases.

Consciously or Unconsciously

No person in authority in an organization can avoid making policy, in a sense -- in sense of setting certain patterns of organization behavior. His own decisions and his own behavior will influence others, to some degree.



This is true even if he says, "My job is to execute orders efficiently, not to make policy." At the lowest level, bosses make policy by the example they set in little things -- punctuality, working habits, etc.

Preference: Conscious policy making, as it generally is more effective.

### Formally or Informally

It's possible to be conscious of policy making, but not to do it with formality.

"Written statements promote more careful consideration of what we intend it (policy) to say ... helps get the benefit of the thinking of others when more than one person is involved in policy determination ... permits transmittal of this kind of information to those who are expected to take action much more effectively and uniformly than word of mouth ... facilitates modification or change (of policy). All policies should be subject to review ... etc. " -- H. E. Lunken, "Policy Determination" (September, 1957).

### Rules or Cases

Rules over case method -- a controversial matter, with rules associated with statutes and laws. Strong cases exist for both attempting to cover as much ground as possible by written rules as to allow policy to evolve on a case by case basis. Good administration is an admixture, but probably should lean toward the "rule" side, as "natural forces" would incline toward case methods.

### How should Policy be made?

Nobody can tell another how to be a good policy maker any more than he can tell him how to be a wise man. There are rules of thumb and general instructions in both cases:

1. Policy maker must have a knowledge of the subject matter of the organization.
2. Must have knowledge of his organization -- size and shape, strengths and weaknesses, etc.
3. Must have an appreciation of his organization as it "fits into the big picture" -- the environment of the larger organization, of other organizations, and of society in general.
4. Must have experience of cause and effect in organizational field, and have learned from experience -- including knowledge of how people act and react, also ability to distinguish between reasonable hope and idle day dream.
5. Must have knowledge of tools available and skill in using them. To this end must know about communications (how to get information), and must have learned how to use experts (to know an expert, his value and limitations).

6. Must have ability to think abstractly and imaginatively. To "make policy" is by definition to imagine and project a state of affairs different from the present -- an inborn gift and a learned skill.
7. Should have ethical sensitivity ... to be sensitive to traditional ethical questions such as, "What is good ... desirable .. the Good Life, etc." To be sensitive to ethical questions helps make one a better technician ... he is better at asking strategic questions and judging probable results of alternative policies.

To make a Policy decision is by definition to put fact and value together in an imagined and desired pattern. To do this you have to be able to work with both facts and values.

## INNOVATING AND CREATIVITY

By  
Joseph T. Davis

Mr. Davis is Industrial Relations Officer at the U. S. Marine Corps Supply Center, Barstow, California. This installation comprises 3000 civilian employees and 2000 Marines. Davis has held positions as Head, Technical and Skills Development, Office of Industrial Relations, Navy Department and other positions with the Navy as well as in industry. He is a veteran of Navy service. He holds a B.A. degree in Economics and has done graduate work at Georgetown and George Washington Universities in Business Administration and General Management.

### SUMMARY OF DISCUSSION

Led by Claude Reiser, AMS

Summarizers: John Stuart, F. S.  
and Fred Collison, SCS

Why should we be interested in new ideas or promoting creative thinking in our people?

The primary answer is to keep abreast of the ever increasing rapidity of change.

Creative thinking is the mental process by which one combines past and present experiences to form a new pattern or combination. This generally achieves a goal in the present or the future.

Organizations or businesses alike in facilities, products, and personnel, differ only in the ideas of their people. It is the adaptations and modifications of good ideas that make one organization more effective than another.

There are various kinds of ideas. They can produce more sales, improve the products, help people to do a better job, improve human relations, cut costs, or increase production and general efficiency.

Ideas are generated by encouraging individuals to do creative thinking at all times. Resistance is always present and costs money. Proper mental and emotional attributes, self-confidence, and drive are essentials to creative thinking. The following process will give the desired results:

1. Look for problems: Go hunting, ask questions, nose for needs, list pet peeves, nose for news.

2. Attack the big problems: Take them apart then look for solutions to the part rather than the whole problem.
3. Write down all the possible solutions: This should be done when the thought or idea occurs. Start early, avoid interruptions and don't give up.
4. Evaluate: Redefine the problem, evaluate the proposed solutions, capture the meaningful things, buy those best suited.

Capitalize on your "idea bank" -- your employees.

Brainstorming: The steamshovel approach to the broad statement of problem. Followed by the spade approach to specific parts of the problem.

#### Brainstorming Rules:

1. Give the problem to the participants in advance.
2. Eight to fifteen people of equal rank.
3. Free-wheeling is to be encouraged.
4. Get quantity.
5. Moderator is the catalyst.(Milk the group dry.)
6. No negative thinking.
7. Suspend judgment.
8. Everyone gets credit.
9. Be brief and to the point.

Three people make up the evaluation committee and select the five best ideas. These are presented to the originator of the problem for decision.

In a nutshell - participants in brainstorming either think-up or shut-up.



## PIGOR'S INCIDENT PROCESS

By  
Dr. Edwin Timbers

Dr. Edwin Timbers is Administrator of Management Development and Training, Kaiser Steel Corporation, Oakland, California. Previously he served as a training supervisor with Firestone Tire and Rubber Company. He has also been on the staff of St. Lawrence University, Canton, New York, as Assistant Professor of History and Government.

### SUMMARY

By J. S. McFarlane, ARS  
and C. S. Miller, AMS

Dr. Timbers described "Pigor's Incident Process" as a case study system involving real people in real situations. It is a method of teaching decision making through group participation in solving actual incidents involving friction between management and labor. Everyone in the group participates and in so doing acquires the following:

1. Skill in gathering facts.
2. Experience in analyzing facts.
3. Experience in public speaking.
4. Lessons from cases discussed.
5. Skill in management.

Pigor's Incident Process is comprised of phases which may be broken down as follows:

1. Introduction of the incident. The leader gives only a fragment of the known facts.
2. Fact finding. Determine what happened, when, where, why, how, and who was there. Members of the group ask questions which are answered by the leader. Summarize the facts and arrange in proper order.
3. Define the problem. There must be a problem or issue, otherwise there would not have been an incident. If the problem can be defined, it is half licked.



4. Make the decision. Each member of the group analyzes the facts, and works out a decision in his own mind. This decision with supporting reasons is submitted in writing to the leader. The leader then divides the group into sub-groups in accordance with their views on the issue. The sub-groups caucus, appoint spokesmen, and develop supporting arguments for their decisions. The entire group reconvenes and a spokesman for each sub-group presents its position with supporting arguments. A brief discussion period follows.
5. The leader announces the decision reached by arbitrators in the actual case.

#### Summary of Practice Case - "Sales Bonus Case"

The Sevenich Motor Company had a bonus plan which provided that any employee who obtained a truck sale was awarded a \$20 bonus. Canonica, a mechanic, bypassed this bonus plan and made a private deal with salesman Mooney who promised him \$25 per truck if Canonica could arrange for the purchase of two trucks by his brother-in-law. Mooney then found that Canonica's brother-in-law was not in his sales' district and referred the prospect to salesman Oares without advising him of the arrangement with Canonica. Oares and Sevenich contacted the brother-in-law who began negotiations with a bank for financing. The bank telephoned Sevenich regarding the request for financing. Canonica approached Oares for \$25 commission on each truck and was turned down. He then went to Sevenich and asked for the \$20 bonus on each truck. Sevenich refused and a hot argument ensued. A half-hour later the bank called and reported that the brother-in-law had purchased the trucks from a competitor of Sevenich. Sevenich concluded that Canonica had killed the deal. He called him to the office the following day and discharged him for disloyalty. Canonica protested through his union and the case was submitted for arbitration.

The group considered the case and made a decision on the following issue: On the basis of the facts as found, was the Sevenich Motor Company justified in terminating Canonica? The majority of the group decided that the company was not justified. This was in agreement with the decision reached in the actual case.



A BROADER UNDERSTANDING OF THE  
DEPARTMENT OF AGRICULTURE  
AND THE JOB AHEAD

By  
Fred W. Herbert

Mr. Herbert is Assistant State Conservationist, California State Office, Soil Conservation Service, Berkeley, California. He entered the Department of Agriculture the week of January 25, 1917 so this week completes 42 years of service. Mr. Herbert is, by profession, an Agronomist and was for many years engaged in research work on cotton and corn breeding and in the acclimatization of plants introduced from other parts of the world. For five years he was Superintendent of the Department's Cotton Field Station at Shafter and for eight years Regional Nurseryman for the Soil Conservation Service. For the past sixteen years he has been Assistant State Conservationist, SCS. Mr. Herbert has written numerous articles on cotton and tropical plants and is the joint inventor of a method of propagating plants on which two patents were issued.

SUMMARY

Mr. Herbert named the various agencies and divisions of the Department, 19 in all, and grouped them into three categories. In connection with a broader understanding of the Department of Agriculture, he quoted Assistant Secretary of Agriculture, Ervin L. Peterson, who stated that the Department was so complex that no one person could comprehend all of its activities. He then quoted recent remarks by Secretary Benson who predicted that "agriculture is in the throes of revolutionary changes," but that "these changes are and can be the basis for greater opportunities."

Some possible revolutionary changes in the making were reviewed, such as the great increase in mechanization and the use of new chemicals. It was pointed out that advances of this nature also imposed new problems. A cow may be cured of a disease by a powerful drug, but the drug may contaminate the milk; hormones may be used for caponizing but may affect the meat; insecticides and fungicides may penetrate fruits and vegetables; over-mechanization may increase erosion, cause compaction, etc. These problems will be overcome but they are challenges.



Increased production and greater profits are almost always used as criteria of success or progress in agriculture, but values that relate to the feeling or emotions of people are also important.

In analyzing progress in agriculture, it was pointed out that what might be progress at one time, is not progress at another time. Production of some commodities is so great that a lot of people are being made unhappy by it. This is not progress right now. But in the methods being used to correct this - to stabilize production - there is the requirement that land taken out of production be protected for future needs. This is progress -- the fact that this concept of preserving the integrity of the soil has been so deeply ingrained in the minds of legislators and much of the public.

If the most happiness to the greatest number of people is a measure of progress, then some of the esthetic values inherent in the application of science to agriculture should not be overlooked. Consideration should be given these in the job ahead. The conservation of beauty has not been sufficiently emphasized as a concomitant of almost all the programs of the Department. Reference was made to the great esteem in which the Forest Service is held by the public which is probably due more to an appreciation of the beauty of the national forests than to all the scientific work of that agency.

In the soil conservation movement a most significant development has taken place, called "stewardship of the land." There is a "soil stewardship week," and a "soil stewardship Sunday." It is recognized and celebrated throughout the country by practically all religious denominations. There is no element of profit or personal gain in this. It is simply an expression of man's recognition that he is a steward of what he possesses through the laws of men, and that he has an obligation to himself, to posterity and to whatever he recognized as a Supreme Being, to take care of that possession and to leave it as good or better than he found it. This is a philosophy, or an ethic, or whatever one may wish to call it. But it is prompted by feeling or emotion. Integrity is also involved here and in this day and age, anything that helps to re-establish integrity is real progress.

We can continue to acquire a broader understanding of the Department through training courses such as this, through active participation in USDA clubs and by familiarizing ourselves with programs in which the whole Department is involved. A most important one at the present time is the Conservation Needs Inventory. This is a county-by-county survey of natural resource conditions as they now exist, and a projection of what they may be in 1975. It is a look ahead for the purpose of determining the problems of resource use and of planning and gearing the Department's facilities to serve resource conservation needs of the future. Representatives of all agencies of the Department are thus brought together at the field level to work with county planning authorities and other interested groups and individuals.

In the job ahead there is need for a rededication of the spirit of unselfish service that has made the Department great. There is an obligation on the part of employees, such as are represented in this training course, to continue to create the kind of atmosphere that will attract high-minded and promising young men and young women to similarly dedicate themselves to the service of agriculture.

Progress in the job ahead should take these values into consideration and we employees in the Department can well subscribe to them. They fit into the ideals expressed by past and present leaders in the Department of Agriculture. These are solid foundations of progress for they are fixed in the minds and hearts of people. They are not easily changed by laws or conditions.

In the job ahead we should keep before us a challenge issued by Secretary Benson that each of us can make a worthwhile contribution to agriculture and to the nation by performing our assigned tasks with diligence and enthusiasm. In doing so, we should keep in mind the sound principles which have made the Department of Agriculture great - intellectual honesty, loyalty to all with whom we work and, to quote one of our colleagues, "faith - based on confidence in ourselves, reliance on others and trust in God."

SUMMARY by:

Walter Kirchner, Jr., Albany Workshop  
Charles J. Morris, Berkeley Workshop

## LEADERSHIP AND MANAGEMENT

by  
Sidney J. Adams

Mr. Adams is the Western Regional Business Manager for the Agricultural Research Service with his office in Berkeley, California. He is a member of the bar, having received his law degree from Columbia University. He has been in the Government service for the last 28 years and his assignments have included several tours in Washington D. C. at the bureau level. This is the sixth TAM conference with which he has been associated since he participated in the TAM institute held in Denver in 1950.

### SUMMARY

Mr. Adams expressed the pleasure afforded him by his participation in this TAM workshop and briefly touched on what had been presented. He stated that each participant had by this time already formed impressions and measured its value personally, this being the only really valid appraisal. What the conference has meant to one's neighbor meant little; what is taken away by each individual is all important.

Some general conclusions could be reached, however:

1. The study of Management is broad and complex. Only a tiny fraction of the available material can be explored in a conference such as this. Management is an inexact science because commingled or intertwined in all its phases is human nature, human behavior, and human reactions. In Management  $2 + 2$  don't always make 4.
2. Managers need to concentrate as much or even more on the Human Relations aspect of our jobs as on the technical aspects. It seems obvious that the more successful in the chosen fields, the less the technical competence and skills are needed and the more the qualities of leadership and the ability to evaluate the human factors involved in the operations. The minute the supervision of one subordinate is taken over, one launches a new career.



3. This forum has created an opportunity to confirm or reassure its participants on certain theories of Management or it has given the opportunity to challenge and question established maxims or emerging concepts. If you have questioned, challenged, defended here this week, you have done the right thing. This is the place and the opportunity for it.

4. The conference provided the opportunity to become acquainted with more of the USDA employees in other fields and through this association provided a better understanding of USDA organizations and objectives. This is an invaluable by-product.

5. The term "Training in Administrative Management" does not describe accurately the intent of these conferences. One trains dogs or perhaps children. The term loses appeal for those engaged in research and regulatory functions of the Department. It suggests reference to accounting, budget, personnel, purchasing, etc. which, however essential, are foreign to the principal interest - the forwarding of USDA program objectives. A far more appropriate title would be "Leadership Conference" or "Human Relations Workshop" or some such title which would recognize that the all important element is your success in dealing with people and getting accomplishments through the efforts of others.

6. TAM or its like is needed not to make good leaders out of poor leaders but to help good leaders to become better leaders.

Mr. Adams then paid tribute to the work group that had organized these two workshops. He noted that two others were being held next week, one in Sacramento and one in Santa Barbara, and that this meant that in the State of California four workshops were being conducted almost simultaneously. He said that when Charles "Tommy" Thomas of SCS appeared before the Steering Committee last April and proposed a coordinated series of Workshops throughout the State some of the Committee were skeptical. But Tommy and his group did it and deserve a special word of commendation for the imaginative effort.

Discussion Leader - Harold Rowin

SUMMARY by - Walter Kirchner, Jr., Albany Workshop  
Charles J. Morris, Berkeley Workshop







